

Executive Manpower

in the
Federal Service

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U.S. Civil Service Commission
Bureau of Executive Manpower

The "blueprint" for government-wide executive and management development activities was issued by the Commission in January 1974 in the form of Federal Personnel Manual Letter No. 412-2. Since the requirements are the base of Commission and agency executive development efforts, it is worthwhile repeating them. They are as follows:

- **Identify all managerial positions**, regardless of grade or salary,
- **Specify the managerial knowledges and abilities** required for maximum effectiveness in each position,
- **Assess managers and potential managers** against the knowledges and abilities specified for these positions,
- **Identify new managers and current managers** moving to different managerial positions and prepare individual development plans for each,
- **Establish systems to identify nonmanagers with high potential** for managerial positions and prepare individual development plans for each, and
- **Establish self-evaluation programs** to ensure program effectiveness.

Agencies have reported to the Commission their progress made toward implementation of these requirements (as of December 31, 1974).

These reports show that:

- there are 26,000 identified managerial positions in the Executive Branch at GS-13 and above:
 - Of these, 14 percent are at GS-16 to 18 level and 86 percent are at GS-13 to 15 level, and
 - 69 percent of the GS-16 to 18 level positions and 14 percent of the GS-13 to 15 level positions are managerial;
- 64 percent of the managerial positions identified have been examined to specify the managerial knowledges and abilities necessary;
- 46 percent of incumbent managers have been assessed in terms of the identified managerial knowledges and abilities;
- 49 percent of incumbent managers have Individual Development Plans; and
- 65 percent of the nonmanagers identified as having high managerial potential have Individual Development Plans.

It is apparent from the preceding data that implementation of executive and management development programs is not yet complete but that progress is being made and full institutionalization of executive development in the Federal service seems an attainable goal.

Courses and Seminars for Executives and Managers

The Civil Service Commission provides a variety of developmental opportunities for executives and managers through the Federal Executive Institute, the Executive Seminar Centers, and the pilot Federal Executive Development Program, and by cooperating with other agencies or nongovernment organizations in conferences and seminars.

The Federal Executive Institute

The basic goals of FEI are to augment the ability of the upper civil service in order to insure high-level competence, responsiveness, and continuity among those near the top of government; to insure that executives in the Federal service are identified with the government as a whole in the pursuit of national goals, objectives, and priorities; and to develop individual executive knowledge and skills in processes for accomplishment of desired results.

The Institute's schedule was modified in Fiscal Year 1975 to better meet these goals. The new course structure permitted the Institute to offer its unique education facilities to a larger segment of the Federal executive community.

The Fiscal Year 1975 Program Summary is:

Senior Executive Education Program, 7 Weeks	4 Sessions
Executive Leadership and Management Program, 3 Weeks	4 Classes
Short Courses of One Week	8 Courses
FEI Alumni Follow-On Conferences in Charlottesville	4 Sessions

Executive Seminar Centers

The Commission operates three residential inter-agency training facilities in King's Point, New York, Berkeley, California, and Oak Ridge, Tennessee, to aid government agencies in meeting selected managerial training needs.

Work was completed in FY 1975 on two new courses directed toward the managerial training and development needs of "New" and "Advancing" managers as defined in FPM Letter 412-2. Each of these courses is aimed at developing the basic skills and knowledges Federal managers need to improve their performance in a managerial position. The Seminars for New and Advancing Man-

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 COMPARISON OF SOURCE-OF-FILL PATTERNS (PERCENTS)
 (Calendar Years 1971, 1973, and 1974)

Appointment authorities by calendar year	Source-of-fill		
	From within agency	From other agency	From outside Government
1971			
CEA	88.5	5.0	6.5
LEA	50.9	7.0	42.1
Public Law	52.5	8.8	38.7
Nonstatus	64.9	8.7	26.4
Total	77.8	6.3	15.9
1972	Data not available on a calendar year basis		
1973			
CEA	88.9	7.9	3.2
LEA	57.2	9.5	33.3
Public Law	78.1	3.2	18.7
Nonstatus	63.8	13.7	22.5
Total	78.8	9.1	12.1
1974			
CEA	92.6	3.8	3.6
LEA	47.6	20.7	31.7
Public Law	74.4	3.9	21.7
Nonstatus	76.2	11.0	12.8
Total	84.4	6.6	9.0

Table 16
 HOW EXECUTIVE POSITIONS WERE FILLED, BY OCCUPATION
 (Calendar Year 1974)

Occupation	No. of actions	Source-of-fill (percents)		
		From within agency	From other agency	From outside Government
General Schedule positions:				
01 Social sciences	83	84.3	3.6	12.1
02 Personnel	32	93.8	6.2	0
03 Administration	538	81.2	9.7	9.1
04 Biological sciences	40	97.5	2.5	0
05 Fiscal	73	95.9	2.7	1.4
06 Health and medicine	44	95.5	0	4.5
08 Engineering	102	92.1	2.0	5.9
09 Legal	175	84.0	8.6	7.4
10 Information and arts	10	90.0	10.0	0
11 Business and industry	29	65.5	17.2	17.2
13 Physical sciences	151	88.1	4.0	7.9
15 Mathematics and statistics	34	73.5	11.8	14.7
17 Education	19	78.9	0	21.1
20 Supply	3	100	0	0
21 Transportation	6	100	0	0
Other occupations	56	92.8	3.6	3.6
Subtotal GS positions	1,395	85.4	6.8	7.8
Public Law positions	129	74.4	3.9	21.7
Total GS and PL positions	1,524	84.4	6.6	9.0

Characteristic: Educational Level

Federal executives are a well-educated group. Over 90 percent are college graduates and over 60 percent have masters degrees or more. The feeder group includes a slightly higher proportion of non-college graduates and individuals holding doctorates. This latter fact is accounted for by the large number of Veterans Administration doctors in the feeder group.

As would be expected, the educational level of scientists in the executive group is higher than that of the nonscientists. Only 1 percent of the scientists are not college graduates and nearly half of them have doctorates. This compares to 7 percent of the nonscientists without a college degree and only 13 percent with doctorates.

Career executives are somewhat better educated than their Noncareer counterparts. About 5 percent of the Career executives have not graduated from college and about a quarter of the group have doctorates. Among the Noncareer executives the

corresponding figures are 9 percent and 15 percent.

All the evidence suggests that the level of education of Federal executives has been rising over the years. In every instance, executives under age 50 are significantly better educated than those over 50 with the single exception that younger Noncareer executives have fewer doctorates than their older counterparts. This is accounted for by the fact that older Noncareer executives are typically former Career executives. The increasing education among Federal executives is further confirmed by a comparison of educational level over the last five years. Even in this short period the proportion of executives without a college degree has dropped from over 10 percent to 8 percent, and the proportion with masters degrees or better has grown from over 57 percent to over 61 percent.

Tables 23a, b, c, and d show the various levels of education.

Table 23a
EDUCATIONAL LEVEL OF EXECUTIVES AND
FEEDER GROUP BY AGE—1974 (PERCENTS)

Educational Level	Executives			Feeder Group		
	Under age 50	Age 50 or older	Total	Under age 50	Age 50 or older	Total
Less than bachelors	3.7	10.2	8.0	6.3	16.5	12.3
Bachelors degree	28.7	32.0	30.9	36.0	32.4	33.9
Masters degree	43.1	34.2	37.3	32.3	23.8	27.2
Doctorate	24.5	23.6	23.9	25.3	27.3	26.5

**EDUCATIONAL LEVEL OF EXECUTIVES
BY OCCUPATION AND AGE—1974 (PERCENTS)**

Educational Level	Scientists			Nonscientists		
	Under age 50	Age 50 or older	Total	Under age 50	Age 50 or older	Total
Less than bachelors	.8	3.3	2.6	4.9	13.9	10.7
Bachelors degree	25.9	31.8	30.0	30.0	32.1	31.4
Masters degree	24.0	21.2	22.0	51.5	41.2	44.9
Doctorate	49.3	43.7	45.5	13.7	12.8	13.1

**Table 23c
EDUCATIONAL LEVEL OF EXECUTIVES
BY TYPE OF APPOINTMENT AND AGE—1974 (PERCENTS)**

Educational Level	Career			Schedules A & B			Noncareer		
	Under age 50	Age 50 or older	Total	Under age 50	Age 50 or older	Total	Under age 50	Age 50 or older	Total
Less than bachelors	3.7	10.9	8.7	2.4	5.9	4.3	8.3	13.8	10.7
Bachelors degree	30.3	32.8	32.1	8.3	14.4	11.6	27.1	30.5	28.6
Masters degree	38.3	32.1	34.0	76.1	67.7	71.6	50.9	45.4	48.5
Doctorate	27.7	24.2	25.3	13.2	12.0	12.5	13.8	10.3	12.2

**Table 23d
COMPARISON OF EDUCATIONAL LEVEL OF
EXECUTIVES—1969, 1971, AND
1974 (PERCENTS)**

Educational Level	1969	1971	1974
Less than bachelors	10.4	9.0	8.0
Bachelors degree	32.6	32.8	30.9
Masters degree	33.7	33.9	37.3
Doctorate	23.4	24.3	23.9

Many Federal employees continue their education after they enter the Federal service. Almost 30 percent of the current executive population and over 30 percent of the current feeder group did continue their education while employed by the government. More scientists continued than did nonscientists and more than five times as many Career executives as Noncareer executives continued their education. Table 23e shows these statistics.

**Table 23e
EDUCATIONAL ATTAINMENT AFTER ENTERING
GOVERNMENT SERVICE—1974
(PERCENTS)**

Category of Executives	Completed bachelors degree	Completed some post-graduate work
All executives	7.3	22.0
Scientists	5.2	29.7
Nonscientists	8.0	19.3
Career	8.6	26.4
Schedules A and B	6.3	11.5
Noncareer	1.3	5.0
Feeder group	8.2	23.4

Almost half of all executives belong to one or more college honor societies. About a quarter belong to one and another quarter belong to two or more. About 5 percent fewer of the feeder group belong to one society and another 5 percent less to two or more.

Characteristic: Career Plans

When an executive fills out an Executive Inventory Record, he is asked what his intentions as to a Federal career had been when he first entered the government. The choices are:

1. I expected to stay a year or so and then obtain, or return to, a position outside the Government.
2. I expected to stay a year or so and then obtain further education.
3. I expected to stay only for the duration of an emergency or the completion of a mission.
4. I expected to stay a few years to pick up expertise in Federal procedures that would be useful after I left.
5. I expected to make a career of Federal service.
6. I had no definite intentions one way or another.

Executives under age 40 are more likely to have planned to stay in Federal service only for a limited time. Executives in their forties are least definite about their intentions (choice 6). Executives age 50 and over were most likely to have expected to make a career of Federal service (choice 5). The relation of age to career plans is shown in Table 24a.

Table 24a
CAREER PLANS BY AGE—1974
(PERCENTS)

Age Group	Career Plans		
	Limited Stay (Choices 1-4)	Career (Choice 5)	No definite intentions (Choice 6)
<39	40.0	24.0	36.0
40-49	26.6	34.4	39.0
50-59	27.0	45.4	27.6
≥60	28.5	45.7	25.7
Total	27.9	41.1	30.9

In a study of the movement of executives into and out of the Federal service, three career patterns typical of large numbers of executives emerged. It was found that the population could be

divided into these types, or career patterns:

- The full careerist. This is the executive who either has had no working experience outside the Federal service or who worked in the private sector only in a junior capacity. Fifty-seven percent of executives fit this pattern.
- The in-and-outer. As the label implies, this is the executive who has interrupted his Federal employment one or more times to pursue a career in business, education, or state or local government. Eighteen percent of executives fall in this pattern.
- The high level entrant. This is the executive who first entered the Federal service at a senior level (GS-13 or equivalent and above) and has since remained in the Federal service. One-quarter of the executives studied had this type career. This category has increased somewhat since 1971, when it represented 20 percent of the population.

Table 24b shows the relationship of career patterns to career plans. Full careerists were most likely to have planned to make careers in the Federal service, but high level entrants were also likely to have had this intention. In-and-outers were least likely to have planned a government career, though their choices were fairly evenly distributed among the three categories.

It is interesting that fully a quarter of those who have had full Federal careers had intended to leave the service after a limited stay, and another 30 percent had had no definite intentions.

Table 24b
CAREER PLANS BY CAREER PATTERN—1974
(PERCENTS)

Career Pattern	Career Plans		
	Limited Stay (Choices 1-4)	Career (Choice 5)	No definite intentions (Choice 6)
Full career	25.1	45.0	29.9
In-and-out	35.1	30.5	34.5
High level entrant	29.7	39.5	30.8

Characteristic: Job Function

Each executive and member of the feeder group is asked to indicate the function of his or her position. The choices are:

- 01 Director or Manager (and Deputy)—Operational Organization Program. Has full "command-type" responsibility for the activ-

ities of a substantial program entity.

- 02 Director or Manager (and Deputy)—Management Support Program. Has full "command-type" responsibility for a program in such areas as personnel, budget, and office services.

03 Director or Manager (and Deputy)—Staff Function. Has responsibility for such activities as planning policy and program and reviewing effectiveness of operations.

04 Supervisor—Operational Organization Program. Involves first- or second-level supervision of an operating program.

05 Supervisor—Management Support Program. Involves first- or second-level supervision in such areas as personnel, budget, and office services.

06 Supervisor—Staff Function. Involves first- or second-level supervision of such activities as planning policy and program and reviewing effectiveness of operations.

07 Technical Adviser. On an essentially individual basis, provides expert advice and assistance in specialized subject-matter field (e.g., legal adviser, scientific adviser, marketing adviser).

08 Special Assistant. On an essentially individual basis provides advice and assistance in areas not characterized as specialized subject-matter fields.

09 Individual Performer — Research. Involves duties not primarily of a managerial, supervisory, or advisory nature in research activities.

10 Individual Performer—Adjudication. Involves duties not primarily of a managerial, supervisory, or advisory nature in adjudication activities.

11 Individual Performer—Instructor. All teaching positions.

12 Individual Performer—All other.

Table 25a shows the job function of executives by occupation. The job functions are grouped into directors or managers, supervisors, and individual performers. The legal profession has a much higher percentage of individual performers at the executive level than any other field. This is accounted for by the substantial number of administrative law judges in this group.

Table 25b shows that there are more supervisors and individual performers at the GS-15 level than among the executive group. Again there are more lawyers performing as individuals than members of other occupations. There are also many doctors performing as individuals at the GS-15 level. In the field of administration, over 70 percent of the feeder group are directors or managers.

Table 25a
JOB FUNCTIONS OF EXECUTIVES BY
OCCUPATION—1974 (PERCENTS)

Occupations	Job Functions		
	Directors or Managers (Choices 1-3,8)	Super- visors (Choices 4-6)	Individual Performers (Choices 7,9-12)
Scientific			
Biological sciences	65.8	15.8	18.4
Health and medicine	73.6	14.1	12.4
Engineering	70.3	17.3	12.4
Physical sciences	68.3	16.4	15.4
Mathematics and statistics	69.1	11.9	19.1
Subtotal	70.1	15.9	14.1
Nonscientific			
Social sciences	72.3	8.7	19.0
Administration	87.7	5.4	6.9
Legal	41.4	13.0	45.6
Other	78.1	9.9	12.0
Subtotal	76.5	8.1	15.4
Total Executives	74.4	10.7	15.0

Table 25b
JOB FUNCTIONS OF FEEDER GROUP
BY OCCUPATION—1974 (PERCENTS)

Occupations	Job Functions		
	Directors or Managers (Choices 1-3,8)	Super- visors (Choices 4-6)	Individual Performers (Choices 7,9-12)
Scientific			
Biological sciences	34.6	30.5	34.9
Health and medicine	25.2	29.9	44.9
Engineering	44.6	40.4	15.0
Physical sciences	39.8	32.8	27.4
Mathematics and statistics	37.6	33.0	29.3
Subtotal	36.5	34.7	28.8
Nonscientific			
Social sciences	46.8	26.3	26.9
Administration	70.9	16.7	12.4
Legal	23.1	26.8	50.0
Other	57.0	27.7	15.3
Subtotal	57.6	22.8	19.6
Total Feeder Group	47.8	28.3	23.9

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The Federal Government is not a single monolithic organization. Agencies differ widely in their characteristics and there are even major differences among different parts of the same agency. Table 26 summarizes the characteristics of executives by agency. In this table, the cabinet departments and largest independent agencies have been identified individually and the smaller agencies

have been grouped together. Differences among agencies usually reflect differences in mission.

This table on the characteristics of executives by agency has been prepared for the first time for this year's study in response to the need for more executive manpower management planning material. The Commission will be providing more information in upcoming publications on manpower management planning.

Table 26
CHARACTERISTICS OF EXECUTIVES BY AGENCY—1974

Agency	Percent of total executives	Average age	Average length of service	Average age at appointment to first executive position	Average number of agency awards per executive	Average number of outside awards per executive	Where employed at appointment to first executive position (percents)			
							Present agency in same bureau	Present agency in different bureau	Another agency	Outside government
Air Force	3.0	53.1	25.1	44.2	2.27	.77	66.7	16.1	2.2	15.0
Agriculture	3.5	52.6	23.7	46.2	1.18	.83	55.6	17.5	5.6	21.4
Army	3.8	53.4	23.9	45.0	2.25	.76	63.6	13.3	6.2	16.9
Commerce	5.3	50.9	20.2	44.5	1.64	.68	53.4	3.8	14.0	28.8
Defense	4.4	50.8	21.7	42.9	1.71	.53	37.7	11.4	14.4	36.4
GSA	1.1	50.0	21.2	43.3	1.90	.54	46.2	25.6	10.3	17.9
HEW	7.4	50.9	18.1	45.7	1.15	.82	50.2	11.7	8.0	30.2
HUD	1.6	49.5	18.3	44.4	1.18	.62	45.7	5.7	18.6	30.0
Interior	2.6	52.9	22.8	47.3	1.24	.66	53.9	7.8	9.8	28.4
Justice	2.7	50.0	21.2	43.7	1.16	.64	59.8	9.8	5.4	25.0
Labor	1.7	49.5	19.5	45.3	1.54	.95	44.8	6.9	12.1	36.2
NASA	6.4	51.4	24.4	41.6	1.59	.56	65.8	11.4	13.6	9.2
Navy	5.2	53.2	24.8	44.8	1.83	.66	68.6	11.5	4.2	15.7
State	13.0	53.9	24.6	45.2	.82	.44	51.8	26.6	10.1	11.5
Transportation	4.6	51.5	21.9	44.2	1.66	.69	43.6	15.6	13.3	27.5
Treasury	4.2	51.4	25.6	44.2	1.35	.42	74.4	14.9	4.8	6.0
Veterans Administration	4.9	55.9	25.5	46.8	1.32	.88	74.4	16.4	2.1	7.2
Other	24.7	50.8	20.9	43.6	.92	.51	49.9	17.5	12.7	19.9
Total	100	51.9	22.5	44.4	1.31	.62	55.4	15.8	9.9	18.9

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